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6 July 71

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Per your instruction -- telephoned [REDACTED] to discuss the report for the President's Foreign Intelligence Advisory Board (PFIAB). Sam says that some times the entire report is sent on to O/PPB where the final report is prepared. Last year, he recalled, the entire OTR report was forwarded. This year, he does feel the report is too long to pass on as received from OTR. Accordingly, he had already indicated sections to be omitted. His secretary is typing it up. Frankly, he doesn't sound too sure about what should go on to the PPB people. I offered to do anything that would help him out, if he so requested. I sort of felt that he expected OTR to know exactly what the DDS should or would want to pass on to PPB. Regarding the proposal that the report suffice for the imminent DDS requirement for an FY report, he said he thought so...but seemed unsure. As the matter stands, then, Sam will let me know if he wants another pass made at the thing.....

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7 July 71 Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

[REDACTED] is sending the entire report to O/PPB. Correction of typographical errors is being made in O/DDS. b1.

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02 JUL 1971

MEMORANDUM FOR: Chief, Plans Staff, DD/S

SUBJECT : Annual Report to the President's Foreign
Intelligence Board (PFIAB) for Fiscal
Year 1971

REFERENCE : Memorandum to the DTR from C/DD/S/Plans
Staff dtd 1 Jun 71, same subject

The attached report responds to your request contained in the referent memorandum. The report updates information previously submitted in the OTR Program Call for Fiscal Years 1973-77. By design, the report has been made much more comprehensive than the one submitted last year in the expectation that it would also fulfill the requirement of the DD/S for an annual fiscal year report on training customarily due on or about 15 August.

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for [Redacted]
HUGH T. CUNNINGHAM
Director of Training

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downgrading and
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OFFICE OF TRAINING

ANNUAL REPORT TO THE PRESIDENT'S
FOREIGN INTELLIGENCE ADVISORY BOARD (PFIAB)
FISCAL YEAR 1971

Contents

	<u>Page</u>
I. OBJECTIVES AND APPROACH	1
II. ACCOMPLISHMENTS	2
A. Intelligence, World Affairs, and Communism Training	2
B. Operations Training	4
C. The Career Training Program	6
D. Language Training	8
E. Management Training	10
F. Clerical, Administrative, and Other Support Training	12
III. STATISTICAL SUMMARY OF INTERNAL TRAINING	13
IV. STATISTICAL SUMMARY OF EXTERNAL TRAINING	13
V. STATISTICAL SUMMARY OF COMPONENT TRAINING	14
VI. TRAINING SUPPORT TO OTHER GOVERNMENT AGENCIES	15
VII. GAPS AND DEFICIENCIES	17
A. Effectiveness of Training	17
B. Evaluation of Component Training	18

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	<u>Page</u>
C. Identification of Requirements	19
D. Management and Supervisory Training	20
E. Senior Officer Training	20
F. Training for Middle-Grade Officers	21
VIII. PROBLEMS -- RESTRICTIONS AND RESTRAINTS	21

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OFFICE OF TRAINING

ANNUAL REPORT TO THE PRESIDENT'S
FOREIGN INTELLIGENCE ADVISORY BOARD (PFIAB)
FISCAL YEAR 1971

I. OBJECTIVES AND APPROACH

A. Fiscal Year 1970, as indicated in the report covering that period, was primarily one distinguished by comprehensive or far-reaching changes in most OTR courses and programs emanating from policies originally promulgated in FY 69 by the newly appointed Director of Training. During the fiscal year just ended, 1971, the process of modification and revision, and the introduction of new programs have been advanced still further toward the goal of providing relevant, useful, high-quality instruction for Agency employees.

B. To a greater extent than previously, emphasis has been placed on the efficient use of people and money and the diligent management of training operations. The establishment of a permanent Curriculum Council composed of four School and Staff Chiefs, and chaired by the Deputy Director of Training, will unquestionably prove to be the management action having the profoundest effect on future training programs. The Council, set up last December to pursue a thorough study of the OTR curriculum and related matters, has completed a review of the 70-odd courses offered by OTR. Some proposals and recommendations have been made to the Director of Training and a few have already been approved and implemented, as noted in appropriate sections of this paper. Others will be forthcoming during the new fiscal year. The consolidation of all but a small portion of training activities in the new [REDACTED] in October will significantly aid management in meeting its responsibility for the effective, economical administration of training programs.

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C. The overall fundamental objectives of all OTR programs continue to be the development and improvement of the qualifications of Agency personnel and to ensure that all employees are well-informed and remain current on the changing needs and problems of this Organization. Accordingly, the Office of Training continues to present or arrange for instruction

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which will equip our people to respond correctly to the formidable problems confronting U.S. intelligence in the decade ahead, to view intelligence work as a true profession and a lifetime career, to put to advantage the rich experience of employees -- veteran or novice -- to employ the best available methods of instruction, to assist the Intelligence Community and other members of the Federal establishment where possible, and, importantly, to present the mission and role of the Agency through orientation and briefing programs to selected individuals, government and private groups, civic organizations, and educational institutions. Concurrent with the primary objectives of maintaining OTR as the chief facility for presenting authoritative instruction in intelligence subjects and related matters, another major goal is its establishment as a recognized center for advanced study and research on intelligence problems and other subjects appropriate for investigation and inquiry.

II. ACCOMPLISHMENTS

A. Intelligence, World Affairs, and Communism Training

Changes set in motion by the merger of the former Schools of Intelligence (IS) and Communism to form the present School of Intelligence and World Affairs (SIWA), noted in last year's report, continued to dominate developments in the new School during FY 71. Other changes and innovations are currently being considered by the Curriculum Council. Foremost among these modifications was the reorganization of the Intelligence and World Affairs Course (IWA), new itself only last year as the successor to two, two-week introductory courses in Intelligence and Communism, respectively. The four-week IWA course -- including a five-week version for Career Trainees -- the Operations Familiarization Course (four weeks), and the Intelligence Techniques Course (three weeks) have been recast to comprise a four-week Intelligence and World Affairs Course (IWA) to serve as the basic, mandatory program for all new professional personnel entering on duty with the Agency. To compensate for the elimination of the OFC, the Clandestine Service portion of the new IWA course will be expanded from one-half day to a minimum of three days. Besides saving seven weeks of training time, the new course will prevent much substantive overlap and the repetitive use of guest speakers, thus sparing Career Trainees and others going on to the 16-week Basic Operations Course (BOC) or the eight-week Intelligence Production Course a possibly unpleasant and boring experience.

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A "first time" event occurred during the year with the enrollment of six junior officers from the Intelligence Directorate in a recent presentation of the Intelligence Production Course (IPC), heretofore reserved for Career Trainees. Conceivably, the IPC, now under review by the Curriculum Council, SIWA staff officers and DDI supervisors, might be developed into the intelligence equivalent of the Basic Operations Course.

Seven profitable sessions of the Continuing Seminar on Latin America were held in FY 71, and the series will resume in October. Though primarily organized for personnel of the Western Hemisphere Division in the Clandestine Service, WH officials have consented to open registration, periodically, to all qualified Agency officers. New problem-type and substantive-type seminars (i. e., "The New Left Around the World") will be scheduled during FY 72, in addition to forum and seminar topics selected by the Director of Training.

Most instruction in the art and skill of communication is presently centered in SIWA. However, the Curriculum Council may recommend that all training of this kind be assembled in one department, possibly within the Support School. For the year just ended, 450 employees completed courses in effective writing, reading improvement and briefing techniques. Requirements for this and similar training (reading improvement, conference leadership, effective speaking) are increasing. Most of these skills are essential to the conduct of internal Agency business and the efficacious presentation of the Agency's role to outsiders. In recognition of these facts, senior officers have been encouraged to enroll in a training course on briefing and speaking given by a professor from [REDACTED] engaged for this specific purpose by the Director of Training. Approximately 35 officers attending a three-day orientation which started 28 June, preparatory to their departure for senior schools and other institutions, received a condensed version of the course from the same professor.

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Management-directed changes took place in SIWA during FY 72. Three staff officers whose duties were chiefly administrative have been returned to classroom assignments, reducing the requirement for guest speakers. Similarly, several other instructors were rotated out of or into SIWA assignments, and three officers from other career services began rotational tours. Steady, though undramatic progress was made

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in blending the activities of the widely separated Intelligence and World Affairs Faculties, and it is proving to be of great benefit in broadening the capabilities of the staff officers involved. The effort to "re-tool" our personnel has been a principle objective of management, and it has been impressively successful.

Twenty separate courses of instruction were offered by SIWA during FY 71, counting four courses of instruction in the communications skills. Meaningful statistical comparison of FY 70 and FY 71 enrollments is not possible because of the consolidation of the Intelligence School and the School of International Communism to form SIWA during FY 70. Merging the Introduction to Intelligence course and the Introduction to Communism course during FY 70 to produce the four-week Intelligence and World Affairs course naturally reduced enrollment figures. Perhaps more significantly, fewer people coming on Agency rolls reduced the number of new professional personnel who would normally be registered for this required basic instruction. The acute reduction in the size of the Career Trainee Program is particularly illustrative of the point. For the record, however, enrollments in SIWA courses during FY 71 totaled 1,100 and represented 10,000 student days of instruction, not including participation in 87 covert tutorials. For FY 70, the combined enrollments and student days of instruction were 1,500 and 12,300, respectively. Year to year, the number of external briefings and orientation programs remained about the same -- slightly over 200 for approximately 5,400 non-Agency listeners. Non-Agency audiences reached during FY 71 totaled 6,000 persons.

B. Operations Training

Like the other schools of the Office of Training, change continued to be the key ingredient of operations training during the year. One of the most important changes was that effected by the formation of a new, 16-week Basic Operations Course (BOC) achieved by combining two existing courses, the four-week Operations Familiarization Course (OFC) -- which was actually abolished -- and the former 24-week Operations Course, used as the foundation program for the 16-week BOC. As noted under the section on page 2 on Intelligence, World Affairs, and Communism Training, the segment of the IWA course devoted to Clandestine Service activities will take up three days rather than one-half day, as previously, to redress the imbalance created by cancellation of

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the OFC. For the benefit of external Career Trainees, whose training has thereby been shortened somewhat (Note: the OFC has been a prerequisite for the BOC), an additional week of training will be given at Headquarters to familiarize the individual with CS records handling and desk procedures prior to his interim assignment. Major revisions were made in Advanced and Basic Operations training to reflect the increasingly hostile environment that Agency officers are encountering in their foreign assignments.

Parachute jump training courses, two weeks in length, are no longer scheduled for two or three individuals. Instead, two programs per year are offered -- if demand is sufficient -- for classes of eight or more persons. Similarly, maritime operations training will be scheduled as required. Responding to special needs, such as those of contract personnel employed by the [REDACTED] of the Clandestine Service, a nine-week course, [REDACTED], was developed during the year. The reception accorded by students to these courses has been distinctly favorable.

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Alert to the growing importance of the [REDACTED] the [REDACTED] course has been altered to allot more time (seven hours versus one, formerly) on the [REDACTED] personality and to introduce a seminar on other operational problems of the region. Monographs and papers of interest to FE/[REDACTED] and of practical use in basic operations training have been produced by seminar participants, and a text on selected aspects of the [REDACTED] interpretation of orthodox communism is currently being prepared for this course.

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Covert Action instruction also received attention and benefited from changes made during the year. Major parts of the three-day Politics Workshop were incorporated into the three-day (and evening) CA Operations Seminar with the consequent saving of time and money formerly required for a greater number of presentations and accompanying travel to [REDACTED]

A seminar on the CI content of all operational training courses is planned for September 1971. Its purpose is to improve the treatment of this specialty in pertinent OTR courses.

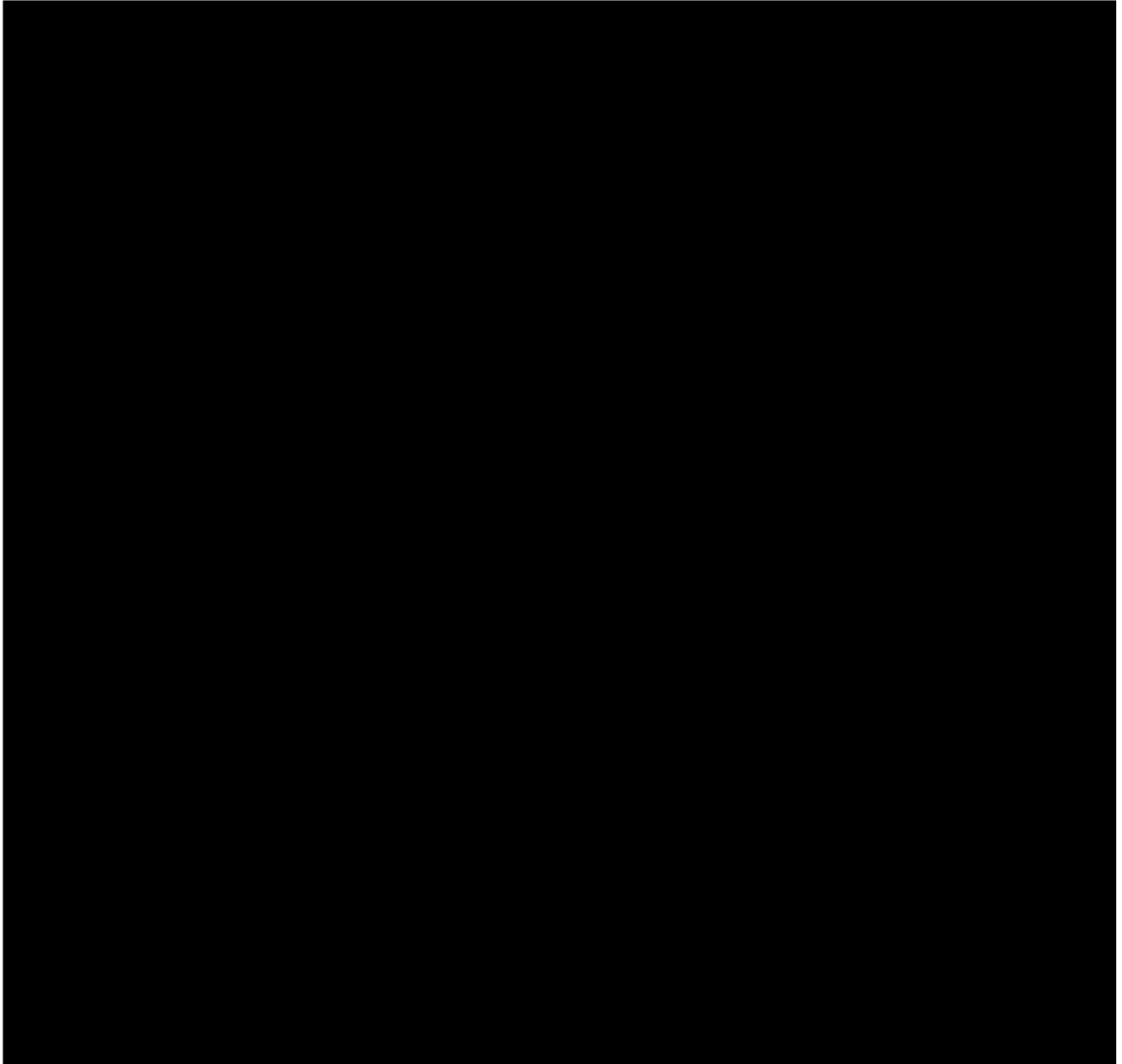
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C. The Career Training Program

The CT Program entered its second year characterized by the changes in size and substance authorized by the Executive Director-Comptroller on 18 February 1970. Enrollments did not quite reach 50,

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as forecast, but remained at 47 -- down 14, or 23 per cent from the FY 70 enrollment of 61. This figure was 84 students below the 131-man class of FY 69. The FY 71 group was made up of 23 students recruited externally and 24 chosen from within the Agency.

The system of interim assignments mentioned in last year's report has been successful in effecting better placement of the individual. It was improved during the year mainly by more frequent consultations between CT Program Officers and supervisors of the offices providing the interim assignments. As noted in the sections of this report dealing with Operations Training and Intelligence and Communism training, major changes have been made in the training of CTs. Beginning with the July 1971 Class, the introductory block of courses covering 12 weeks (five-week Intelligence and World Affairs, three-week Intelligence Techniques, four-week Operations Familiarization) was distilled to a four-week Intelligence and World Affairs course (IWA) combining the best elements of the ITC and the OFC. On completion of the revised IWA, the CT will begin a six-month period of two different interim assignments. Depending on the direction of his career development, he will then take either the eight-week Intelligence Production Course, if scheduled for assignment with the Intelligence Directorate, or the 16-week Basic Operations Course if going to the Clandestine Service. For the benefit of external Career Trainees, whose training will be shortened by cancellation of the Operations Familiarization Course, one additional week of instruction may be scheduled prior to interim assignment. This training will include exposure to CS records, paper-processing, and indoctrination on Headquarters desk procedures. Specialized or advanced training will further be arranged as appropriate to the officer's permanent assignment. Importantly, no training is reserved exclusively for the Career Trainee; courses are now open to all qualified Agency employees.

The quality of applications for the CT Program received from the Office of Personnel has been exceptionally high during the last quarter of the fiscal year. This circumstance has facilitated the early selection of several outstanding candidates for the July Class. It has also permitted the preliminary identification of several excellent prospects for the class beginning in January 1972. The July Class will number about 28, divided between 16 external candidates and 12 from within the Agency. Speaking of recruitment, no significant progress has been made in our

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efforts to identify elements of an applicant's background that might foretell, to some degree, his outlook or intention concerning long-term employment with the Agency. The problem, of course, is very complex and may defy solution. There were five resignations from the Program during FY 71 compared to ten in FY 70. Four of the five were participants in our Military Program which has now ceased to exist with the resignation or return to the Agency of all participants. In FY 70, seven of the ten resignees were participants in the Military Program.

D. Language Training

25X1A The transfer of the Language School (LS) from a deteriorating physical plant in [REDACTED] to bright, new, well-equipped classroom, laboratory, and office facilities in the [REDACTED] was the 25X1A feature event of the year for LS personnel. Economies and efficiencies, such as the use of space and access to the Visual Aids Branch in the 25X1A [REDACTED] Building, are evident each day. Not the least important -- there has been an observable lift in morale of student and instructor, coupled with a new sense of being an integral part of the mission of the Agency.

During the year courses in basic Lao and Norwegian were added to the curriculum, bringing the language teaching capability of the School to 23 -- from 21 last year -- if English is included as a foreign language.

Constant attention was given to up-grading the quality of language instruction. Old materials were scrapped and new ones were prepared by staff instructors or secured from other sources. New and novel approaches to teaching and learning were incorporated into training programs. Taped programs have been produced in Chinese, Lao, Polish, German, Swedish, and Romanian. Additional material was added to Thai units taught by the method of Program-Assisted Instruction (PAI), and a first draft of a PAI unit on the Persian writing system was completed. To improve the PAI production capability of LS, the Chief of the Romance Language Department is currently enrolled in a PAI workshop given by the University of Michigan. In July, another staff officer will take similar training at the University of Rochester. To improve the quality of instruction further, development has been started on a number of training aids having wide applicability to instruction throughout the School. The proximity of LS to the training aids producing units of OTR has stimulated this activity.

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There has been a distinct move in recent months to the cassette as the mode for auditing and recording language training exercises and materials. Accordingly, during the ensuing year, the self-service laboratory in the Headquarters Building will be converted to the cassette mode. The [REDACTED] laboratory will be progressively changed over during the next several years in view of substantial investment in the presently used tape recorders (30 at \$325 per unit) which were purchased within the last 18 months. As mentioned in last year's report, home study was encouraged by issuing students inexpensive, portable cassette recorders. The experiment has been an unqualified success in speeding-up learning time and improving retention.

In addition to up-grading training materials, LS instructors have enhanced their skills through in-house and external training programs and attendance at professional conferences. Supplementary -- and preliminary -- to self-improvement, other efforts are now focused on obtaining the best qualified people in the first place through better recruitment procedures. More dependence has been placed on attracting applicants by advertising in newspapers (using a box number) and selecting people with the best credentials, rather than relying entirely on "walk-ins" at our personnel office in Ames Building or informal recommendations of employees. The results from this approach have been excellent. More progress has been made in achieving greater efficiency in the use of instructor time -- a persistent problem in language training where classes are apt to be small or even tutorial. Regularly scheduled classes have been enlarged and the number of short-term courses has been reduced. Better cooperation on the part of the consumer has been partly responsible, but larger enrollments during the past FY have also helped.

LS continued its active involvement in activities of the Inter-agency Language Roundtable by attending and sponsoring joint conferences on substantive matters at the department level. The School cooperated whenever possible with other government language schools, such as the Defense Language Institute and the Foreign Service Institute, on such matters as the exchange of training materials and proficiency testing. In one instance of cooperation, an Agency instructor taught an Army colonel in classroom space furnished by the Foreign Service Institute. The project, now concluded, was a success.

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

Language training registrations in FY 71 continued an upward trend that was resumed last year (+11%), increasing by another 12 per cent -- from 579 to 650 and representing 19,600 student days of instruction plus several thousand hours of laboratory work. The increase was due to a large enrollment (105) in the Before-and-After-Hours Training program (BAHALT) which, for the first time, added advanced or second year classes. A significant increase in Russian reading courses also raised the totals. By mid-year, higher enrollments occurred in Persian, Arabic, Chinese, Japanese, and Indonesian and in full-time language study versus part-time courses. During FY 71, 1,193 proficiency tests were administered in 38 languages and thereby lowering the backlog of unverified claims outstanding in 1969 to 1,560. Approximately 50 per cent of this number, however, were overseas and unavailable for testing. In addition to internal language programs, another 30 employees were taking language instruction at private institutions and 22 more were enrolled

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Further increases in language training are anticipated as employees take advantage of the cash award provision of the Language Incentive Program approved by the Executive Director-Comptroller on 12 March 1971.

E. Management Training

Top Management continued to assign high priority to the development and improvement of managerial skills and talents. This policy was translated into the presentation of suitable courses by the Office of Training and the identification of appropriate major external programs by the Training Selection Board.

Phase II, "Preparatory Scales," of the popular Blake & Mouton "Grid Organization Development" theory of management was not added to the curriculum to supplement the long-used Phase I ("Grid Seminar") -- a possibility mentioned in last year's report. Likewise, a review of a large number of commercially-produced courses uncovered none that satisfactorily met our objectives. Few contained anything new or original.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

In June, for the first time since the course began seven years ago, grade restrictions were removed as a prerequisite for admission to the "Managerial Grid," heretofore limited to employees in grades GS-13 and above. The experiment ended without serious problems or complaints from an assortment of people in grades GS-07 to GS-16. This "open Grid" policy should accelerate the exposure of larger numbers of Agency people to the concepts and problems of management and accrue positive benefits to both supervisor and the supervised.

Supporting a well-defined need to provide training which applies directly to specific problems of supervision confronting Agency managers, the Management Training Faculty successfully designed and conducted two "Performance Appraisal Workshops" for the Office of Logistics. More have been requested and will be scheduled. To improve further the relevancy and currency of management training and save money, a tentative plan has been drawn-up to replace the Supervision and the Management courses with a single program composed of an introductory course and a complementary number of related seminars and workshops on assorted topics of interest in the behavioral and management sciences. Additionally, the Advanced Management (Planning) program will be surveyed to determine if one of our own design can be substituted to effect savings and increase applicability. Subject to approval of higher authority, the Senior Management Seminar will be discontinued at the end of FY 71 at an annual savings of \$7,500.

In April, the Management Training Faculty acquired the services of an officer experienced in new analytical techniques such as quantitative decision-making. Accordingly, MTF expects to conduct a number of courses on the use of the DELPHI technique, a systematic approach to obtaining an objective consensus of expert opinion. A DELPHI exercise will be given for the first time in an OTR course to members of the new Senior Seminar also scheduled for its debut in the OTR curriculum in September.

Reversing the upward trend in FY 70, enrollments in management and supervision courses offered by OTR declined by 25 per cent during FY 71 -- from 902 to 719. One hundred fewer registrations for the Advanced Management (Planning) program accounted for the biggest portion of the drop with the balance of the deficit scattered among the other courses. Minor adjustments downward in last year's statistics --

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

compiled prior to the end of the fiscal year -- also slightly depressed overall enrollment figures. Conversely, however, enrollments in the 29 external management development programs administered by the Training Selection Board rose to 110 from 87 -- an increase of 26 per cent over FY 70.

F. Clerical, Administrative, and Other Support Training

25X9 The Clerical Training Faculty conducted Induction and Orienta-
25X9 tion courses for nearly [REDACTED] new employees during FY 71, compared to [REDACTED] in FY 70. An additional 180 on-board employees completed shorthand refresher training. In response to requests from Agency offices, CTF also developed and presented seven specially-constructed courses in typing, shorthand, English usage and test administration for such diverse groups as field recruiters and culturally-disadvantaged young women to personnel needing "crash" training prior to their imminent departure for Vietnam. The total effort of CTF for FY 71 equalled 8,700 student days of instruction. For FY 72, CTF anticipates the receipt of a special requirement to train a limited number of employees in the operation of the IBM Magnetic Tape Selectric Typewriter and a much larger requirement to provide elementary skills training for on-duty employees who wish to take advantage of recently enacted legislation (Public Law 91-171). Incidentally, basic skills training, available at outside facilities under the "Upward Mobility" program authorized by the Civil Service Commission, did not produce the huge response expected. Current enrollments in "UM" are 29 as compared to 17 in FY 70.

Approximately 500 employees completed the Administrative Procedures Course, the Support Services Review (Trends and Highlights), and the Field Finance and Logistics course during FY 71. Two seminars on microfilm information systems were attended by 70 records management officers. During the last quarter of the fiscal year, extensive planning and negotiation was apportioned to the organization of a "Training Course for Technical Officers on Contract Overrun" scheduled for presentation early in FY 72.

Instructor training given by OTR is a growing effort. Forty students from throughout the Agency completed this training during FY 71. The Instructor Training Branch has also developed a short course

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

on "Briefing Techniques" for technical personnel. ITB oversees development of Program-Assisted Instruction in OTR and assists other Agency offices in the use of the PAI method.

III. STATISTICAL SUMMARY OF INTERNAL TRAINING

A. Summarizing, statistically, the formal training effort conducted by the Office of Training in FY 71, exclusive of component training (see COMPONENT TRAINING, page 14) and

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B. The stability of enrollment and the relative constancy in workload, measured in terms of student days (length of course in days times the number of students), between FY 71 and FY 70 continues to reflect the lower rate of personnel accessions to regular Agency staff positions and into the Career Training Program, and the subsequent completion of prescribed training as required by HR [REDACTED]. Further, it mirrors other changes, such as the consolidation of courses of formerly high enrollment into single programs, the absence of demand for six scheduled courses in the OTR curriculum, and the elimination of three others as part of a continuing effort to eradicate duplicative instruction. Relative to the foregoing explanation, nine fewer courses were presented by OTR during FY 71 -- 63 compared to 72 available in FY 70.

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IV. STATISTICAL SUMMARY OF EXTERNAL TRAINING

A. * During FY 71, Agency employees either had completed or were enrolled in 880 courses at 254 different facilities.

* Restated from 1,600 reported last year. Previously, identical courses given at different institutions were counted separately. Under current procedures, identical courses are tabulated only once, irrespective of where the training is offered.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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B. Enrollments in external programs of all kinds totaled 2,643 -- an increase of 137 or 5.7 per cent over FY 70 -- and sustained the upward trend evident in recent years, particularly in management and executive development programs (+6%), information science (+19%), and technical courses (+39%). Academic training continued to represent the largest external category (32%) and language training the smallest (2%). The greatest year-to-year increase in enrollments (39%) occurred in the category of technical training, while Department of Defense programs experienced the most acute drop -- 22 per cent.

C. Correspondence courses comprise an important segment of external training, accounting for roughly seven per cent (187) of outside sources of instruction used during FY 71. Further, another 300-400 employees of the Office of Communications are presently registered for correspondence training with such schools as RCA Institutes, Capital Radio Engineering Institute, International Correspondence Schools, and the U. S. Department of Agriculture Graduate School. At any given time, an average of 500-600 Agency people is enrolled in this form of instruction.

V. STATISTICAL SUMMARY OF COMPONENT TRAINING

A. Statistics on the training effort represented by component programs for FY 71 are not available because the time required to collect and analyze the information from the twenty Agency components does not permit adherence to the submission date established for this report. A comprehensive report will be forwarded to the Executive Director-Comptroller by 31 October.

B. Figures for FY 70, however, show that Agency components conducted 145 courses for 4,445 employees at a total cost of \$1,740,270. This compares to a total enrollment in FY 69 of 4,235 in 120 courses costing \$1,521,000. A further comparison with FY 68 shows 3,600 enrollments and expenditures of \$1,300,000 for that year. Student salaries were not included in estimating training costs for any of the fiscal years. Assuming that the information provided by the offices is accurate, the statistics cited in this paragraph show the modest but steady growth of component training since 1968. FY 71 figures, when available, will most likely show further expansion in the overall effort.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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C. The Clandestine Service accounted for the largest part of component training -- 41 per cent of enrollments and 30 per cent of the costs -- followed by the Support Directorate (25%), the Directorate of Science and Technology (19%), and Directorate of Intelligence (15%). Enrollment levels remained the same as FY 69 for the CS, increased for the DDI and the DDS&T, and dropped for the DDS. Costs lowered for the CS and the DDI and rose for the DDS&T and the DDS.

D. Component training thus comprises an impressive segment of the training activities of the Agency. In terms of money it equals a dollar investment about one-seventh (14%) the size of the total OTR budget. When measured against enrollments, it equals a block of instruction 45 per cent that of the 10,000 enrollments in formal internal and external programs during FY 71.

E. Comments pertaining to the evaluation of component training are recorded on page 18 under the section VII of this report, GAPS AND DEFICIENCIES.

VI. TRAINING SUPPORT TO OTHER GOVERNMENT AGENCIES

A. The Office of Training provides representatives to six inter-agency committees such as the Senior Interdepartmental Group and the Education and Training Subcommittee, a specialized group under the Education and Training Subcommittee of the U. S. Intelligence Board. During the year, the Director of Training also served on the Working Group, a joint committee established to review the mission and operation of the National Interdepartmental Seminar at the Foreign Service Institute. OTR staff officers conducted training programs, or assisted in their development, for personnel of other Federal establishments such as the Federal Bureau of Investigation, the U. S. Secret Service, the Department of the Army, the Department of State, the Atomic Energy Commission, the Bureau of Narcotics and Dangerous Drugs (BNDD) and for other elements of the Executive Branch, as requested.

B. Illustrative of this cooperative effort were a "Special Operations and Liaison" course (four days) given in April for eight executives of the National Security Agency and a two-day seminar on "Drug Abuse" offered in cooperation with BNDD. A second presentation of the NSA course is tentatively set for September, and a new seminar is being

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planned on intelligence collection in further support of BNDD programs. Project USEFUL, a one-week orientation given once a year for 50 Military Officers and designed to improve CIA-DOD understanding, was dropped after 14 years because it overlapped substantially with the two-day JCS-DIA Orientation. The latter program will be scheduled semi-annually and should fulfill the requirement formerly met by USEFUL.

C. Arrangements were completed during the year for the appointment of a full-time senior representative to the Army War College at Carlisle Barracks, Pennsylvania, effective with the start of the new school year in July. An OTR Officer will fill this assignment. Senior officers also represent the Agency on training and related matters at the Naval War College, the Defense Intelligence School, the National Interdepartmental Seminar, the Federal Executive Institute, and the John F. Kennedy Center for Military Assistance at Ft. Bragg, N. C.

D. Throughout the year, OTR filled requests from six Federal agencies for Program-Assisted Instruction courses (unclassified) in supervision, writing, and per diem computation. The inquiries for these courses, which were developed by OTR, were generated by a publication on the use of the PAI method in Federal agencies recently distributed by the U. S. Civil Service Commission. A classified program on "Topographic Map Reading" has been used extensively by the Defense Intelligence Agency. PAI units constructed by OTR have also been given to the Foreign Service Institute, Defense Language Institute, and Air Force language training elements.

E. Within the last few days, the Deputy Undersecretary of State for Security asked to borrow the OTR-produced film on defensive driving techniques for showing to 12 Regional Security Officers who will be in Washington during July for training purposes.

F. A majority of 200 external lectures and briefings given in FY 71 by staff officers of the School of Intelligence and World Affairs were primarily to audiences at other U. S. government schools or to officials of Federal agencies.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

VII. GAPS AND DEFICIENCIES

Six gaps or deficiencies were cited under this section in last year's report. They were: effectiveness of training, evaluation of component training, senior officer training, identification of requirements, management and supervisory training, and training for middle-grade personnel. Progress was made during FY 71 in overcoming those defects. Reported below, briefly, are some examples of actions taken to correct those problems.

A. Effectiveness of Training

Determining the effectiveness of training programs is a persistent problem. During the year, staff officers of the Operations School (OS) conducted interviews and seminars with ten junior officers, who had just returned from operational tours abroad to solicit their views on the value of pre-overseas instruction. A questionnaire was also developed to aid debriefing efforts. The interviews established the fact that training was useful and proceeding in the right direction. As a by-product, OTR acquired information which will be helpful in improving future training. OS officers are also forwarding inquiries to field stations to ascertain if [REDACTED] is on target. Few replies have come in, however. In a related effort, Operations School officers are trying to determine the value of the "Agent Training Kit," a major training aid developed last year and subsequently distributed to [REDACTED] field stations and bases. Thus far, too few replies have been received from which to draw any conclusions.

The Language School instructors have also been active in evaluating training programs. LS personnel have worked with several offices, such as O/Commo and [REDACTED] during the year and plan to expand the program to include all consumer offices because this approach looks promising. Formal written guidelines or course syllabi have been prepared to assist in accomplishing objectives of the program.

Follow-up on the progress of Career Trainees continued during the year, but much more intensively than in previous years. Formal evaluatory reports from supervisors on the progress of the CT are still required for a period of three years, and program officers expect to

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

SECRET

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

learn more on the relevancy of CT training from this source. Several CTs were among the ten junior officers referred to in the debriefing project mentioned above.

A major effort was also made during FY 71 to evaluate the effectiveness of the Field Finance and Logistics course through increasing the number of discussions with former students, training officers, Support Officers, offices who supply the students, and with those offices who originate the technical policy and content of the course. Modifications were made where indicated. The evaluation process will continue indefinitely.

Personnel of the Instructional Services Staff (ISS) -- the former Registrar -- instituted an intensive follow-up program, employing written critiques and personal interviews, to appraise the value and relevancy of external training programs to objectives defined by requirements. This information is of importance in fulfilling counselling and advisory obligations in regard to the selection of suitable facilities that meet training requirements. In the forthcoming year, ISS intends to develop a system of evaluation using, as a guide, information obtained from the U. S. Civil Service Commission.

The Curriculum Council, as part of its review of OTR programs, has interviewed several former students throughout the preceding six months to obtain their views on the training they had received, including its application to their jobs.

B. Evaluation of Component Training

The report on component training referred to in last year's report was sent to the Executive Director-Comptroller on 22 April 1971. The study covered FY 70, not FY 71, which will be submitted in the fall. In part, the report says:

"The conclusion that component training is sound and responsive to requirements is subjective and is not totally confirmed by OTR. It is more reliable in regard to the organization, conduct, and quality of training, per se. It is less valid in terms of effectiveness and ultimate value, i. e., improvement in job performance. In this aspect it reflects, to a very great degree,

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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SECRET

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

assessments of the components themselves. It is less firm because, with some notable exceptions, detailed and specific feedback on student application of the training is spotty. The time and effort to produce a more positive, substantial evaluation might cost more than it is worth."

Examples of the effectiveness of component training are the Vietnam courses and those conducted by the Office of Communications. Senior officers of the Saigon Station report a noticeable improvement in the qualifications of personnel assigned to the Station since the inception of the Vietnam training program conducted by the Far East Division. The effectiveness of training given by O/Communications speaks for itself by way of the uniformly high praise accorded to that Office, worldwide.

C. Identification of Requirements

The early identification and submission of training requirements are essential factors in helping OTR to respond promptly to requests with programs -- internal or external -- best suited to fill requirements and with due regard to costs. OTR officers therefore maintain regular contact with key personnel in the Directorates to discuss training needs. OTR representatives attend meetings of the Clandestine Service Training Committee, for example. A very effective advisory arrangement with Training Officers and career boards has also been established to encourage identification of requirements as early as possible in the career planning stage. To date, arrangements of this kind have been made with the offices of Logistics, Communications, Current Intelligence, and Scientific Intelligence. OTR further attempts to lessen the problem by inviting Training Officers and their assistants to formal orientation sessions during the year to promote understanding and recognition of potential problems. If training officers -- our main link with the components -- are ~~dis~~interested or too busy with other assignments, the training program is apt to suffer. The Training Selection Board, chaired by the Director of Training, also endeavors to anticipate training needs, particularly for the development of managers and executives and, in turn, identify appropriate institutions for the purpose.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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In a different prognostic vein, personnel of the OMS Psychological Services Staff and the Clerical Training Faculty are constructing a questionnaire whose purpose is to determine the scope of a possible on-going requirement to provide beginning typing and shorthand courses (in-house) for clerical employees who request it as permitted by recent enactment of Public Law 91-171.

The publication of [REDACTED] is pending completion of the processes of coordination and revision. A companion piece to the [REDACTED] entitled, "Planning Guidelines and Content of Courses," was revised and published during the year. One of its principal objectives is the dissemination of information which will be helpful in formulating accurate requirements and their timely submission to training officials. Another major contribution to planning, the OTR Catalog, was also published by OTR during the year. The Catalog is an extensive compilation of available instruction (internal and selected external), training prerequisites, and other related information.

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D. Management and Supervisory Training

The development of good managers and supervisors remains a constant challenge to the professional staff of OTR. With the tempo of retirements increasing yearly, our task in this sphere is well-defined. The status of current efforts in management and supervision training is outlined in this report under the section of the same name (page 10). Complementing in-house programs, the Training Selection Board approved three additional universities for management training during the year: Columbia, Northwestern, and Carnegie-Mellon University. This action brings the total of institutions added during the last two fiscal years to nine. Significantly, proper emphasis has been placed on management skills and problems in other OTR courses, such as the Chiefs of Station Seminar. The subject of management and related matters will all occupy a prominent place in the new Senior Seminar scheduled to begin in September.

E. Senior Officer Training

Appropriate internal training for senior Agency officers has perennially represented a gap in the training effort. The omission will be rectified, however, on 19 September with the introduction of a

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

12-week program for 20 senior people in grades GS-15 and above. The program, designated as the Senior Seminar, will be equivalent in the level of instruction to the Senior Service Schools, the Federal Executive Institute, and the State Department's Senior Seminar in Foreign Policy. Briefly, its objectives are to update knowledge of foreign affairs and their future impact on the Agency, to deepen understanding of the problems facing Agency Management, and to renew personal motivation. Eight major segments will cover the latest developments in intelligence, world affairs and foreign policy, national affairs, and new analytical methods applicable to intelligence. Experts from government agencies, private research organizations, universities, and the Agency will address the group and participate in the discussions, but full participation by the individual officer will be critical to its success.

F. Training for Middle-Grade Officers

The problem of training for personnel who have reached the mid-point in their careers continues to be a perplexing one. Currently, the entire subject is being reviewed by the OTR Curriculum Council. It is possible that some comprehensive changes will be made in the present six-week Midcareer Course which presently constitutes the so-called Midcareer Program. Possibly, resolution of the problem of training for the midcareer officer will be accomplished through the development of "tracks" or "ladders" of prescribed training designed to meet the needs of each Directorate. The approach is similar to the "cone" system of the Department of State. The "tracks" would include certain basic courses or "cone" instruction, inter-Directorate Programs, skills training, and event-related training. Meanwhile, the two courses introduced last year -- the Advanced Intelligence Seminar and the Advanced Operations Course -- are more than satisfactorily achieving their respective objectives of up-dating middle-grade officers in their knowledge of the Agency, the Intelligence Community, and world affairs, and in the mastery of tradecraft and operational skills.

VIII. PROBLEMS -- RESTRICTIONS AND RESTRAINTS

A. The combined and cumulative effects of an extended period of restrictions and controls imposed by national policy and exemplified by BALPA I and II and OPRED are still evident in the daily operation of

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

training programs. Significant problems now existing in the Office of Training are substantially those identified in the report for FY 70 -- shrinking personnel ceilings, tight budgets, vanishing opportunities for rotational field assignments, periodic lack of headroom for promotions, and, most notably, a rapidly aging and diminishing cadre of experienced instructors and senior administrators for whom well-qualified replacements are few in number.

B. Illustrative of the above statements, the few following points are pertinent and representative of these problems. Currently, there are only 13 members of the Training Career Service on rotation to the Clandestine Service. Five or six years ago there were 40 or 50. On 1 July 1966 the authorized personnel ceiling for OTR was [REDACTED] effective 1 July 1971 it was [REDACTED] a decrease of 26 per cent. By 1980 approximately [REDACTED] experienced officers -- over 40 per cent of the professional staff -- in grades 10 and above will have retired. The OTR budget has held the line during the last several years (FY 70 -- [REDACTED] FY 71 -- [REDACTED], FY 72 -- [REDACTED]) though pressures mount for new equipment, new training programs, increased support to training programs of other federal agencies, and the performance of various other kinds of services, training and administrative, on behalf of the Agency.

C. OTR Management has taken the following major actions to fulfill its commitment to provide current, effective, and relevant training at reasonable cost and to ensure the continuation of sound administration and management of the Office of Training and the Training Career Service:

a. Established a permanent Curriculum Council to review the entire curriculum of the Office of Training to ensure the maintenance of high-quality instruction and programs responsive to Agency needs and priorities and the elimination of duplicative, unnecessary, or ineffective programs. If necessary, certain changes in the organization of OTR will be proposed to implement improvements. To date, the Council has reviewed all 70 courses in the curriculum and recommended appropriate action to the Director of Training.

Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

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b. Directed the diligent application throughout OTR of the principles and practices of good management specified in the Management Improvement Plan promulgated by the Office of Management and Budget in OMB Circular A-44 (Revised), dated 16 February 1970, and the accompanying memorandum to Heads of Support Offices from Chief, Plans Staff/DDS, dated 16 November 1970. Some of the major accomplishments for FY 71 and actions planned for FY 72 were outlined in a memorandum to the Deputy Director for Support (C/Plans Staff) dated 24 June 1971.

c. Adopted and completed partial implementation of the "Personnel Movement and Management Program in the Seventies" (PMMD) developed by the Office of Personnel. Phase I (promotion-utilization of personnel) and Phase II (staffing-succession) have been completed.

d. Utilized the valuable experience of Agency officers attending training programs through the extensive use of seminars, discussion groups, forums, and other similar methods of enlisting student participation. Nearly all OTR courses use one or more of these techniques. OTR additionally conducts seminars on specialized topics and intends to sponsor others, as noted elsewhere in this paper. This approach to training saves instructor time and reduces requirements for guest-speakers needed by the lecture method. It is also a way of involving the student in the learning process and therefore a superior method of instruction. Additionally, we have tried to reduce the use of Agency executives and other senior personnel to an absolute minimum to conserve their time.

e. Incorporated time and labor-saving methods, techniques, and equipment into training courses where indicated. Presently, several OTR courses utilize, in part, Program-Assisted Instruction (PAI) and Closed-Circuit Television (CCTV). Portable tape cassettes issued to students for home-study have helped to speed up language instruction. A student responder system (SRU) has been recently introduced to three courses conducted by the Support School. The SRU system promotes learning, saves time, and provides the instructor with an immediate measure of his effectiveness in getting the lesson across to the student. A request to install a computer terminal in offices of the Support School has recently been submitted to the Deputy Director

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Approved For Release 2000/06/14 : CIA-RDP78-06362A000200110001-1

for Support. If installed, the terminal would be used to process statistics and other information from DELPHI exercises and to experiment with Computer-Assisted Instruction (CAI).

D. Through the end of the FY 71, budget restrictions and reductions in personnel ceilings were absorbed by relatively minor adjustments in support, training support, and substantive training activities. The journey through FY 72 looks like it might be more difficult, however. Though the critical stage has not been entered, the threshold has been approached. Further budget reductions of five per cent, for instance, would be difficult to assimilate and assuredly could not be offset, as heretofore, by gleaning nickle-and-dime adjustments from a score of miscellaneous expenditures. Considering that personal services comprise 75 per cent of the OTR budget, we would naturally have to look for savings in that direction or possibly to major training programs, such as foreign language instruction or external training. Similarly, if additional cuts in personnel ceilings are forthcoming in subsequent years, OTR would be hard-pressed to continue to operate efficiently, and in the manner expected by Management. There is also reasonable doubt that OTR would be able to maintain training programs at present levels or support future expansion, as suggested by a 5.7 per cent increase in external enrollments during FY 71 and the early receipt of requirements for new internal programs.

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ROUTING AND RECORD SHEET

SUBJECT: (Optional)		Annual Report to the President's Foreign Intelligence Board (PFIAB) for Fiscal Year 1971		S,	
FROM:		EXTENSION	NO.		
Director of Training		3245	DTR-6492		
			DATE		
			2 July 1971		
TO: (Officer designation, room number, and building)		DATE		OFFICER'S INITIALS	COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.) Though this report has been prepared as the OTR paper from which the PFIAB contribution will be extracted, it has been broadened considerably in the hope that it might also satisfy the requirement for an annual FY report for your Office, due o/a 15 August.
		RECEIVED	FORWARDED		
1. C/Plans Staff/DDS Attn: Mr. [REDACTED] 7-D-10 Hdqs.					
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